DOCUMENT RESUME

ED 342 697 SO 021 777

AUTHOR Beaton, Karen; Scattergood, Phyllis, Ed.
TITLE The Students' Guide to Lobbying. Second Edition.
INSTITUTION Massachusetts State Dept. of Education, Quincy. Bureau of Student Development and Health.
PUB DATE 90
NOTE 46p.
PUB TYPE Guides - Classroom Use - Instructional Materials (For Learner) (051)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Citizen Participation; *Citizenship Education; Government (Administrative Body); *Law Related Education; Legislation; Legislators; *Lobbying; Political Influences; Politics; Secondary Education; State Government; *Student Participation; Student Responsibility
IDENTIFIERS *Massachusetts

ABSTRACT

Lobbying is defined as the function of citizens to express their views and to gain the support of legislators for proposed laws. This guide, for Massachusetts students, is designed to take students step by step through the lobbying process and to suggest strategies and resources to use in their own lobbying efforts. The guide contains the following sections: a student's guide to lobbying; calendar of legislative events and important addresses and phone numbers; legislative directory; glossary of terms; education lobbies; how a bill becomes a law; lawmaking in Massachusetts: an organizational chart; sample documents; samples: student legislation; citizen information service and state house book store publications; educational organizations and related state agencies; and a map of the Boston state house area. (DB)

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THE STUDENT'S GUIDE TO LOBBYING

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Phyllis Scattergood, Editor, Second Edition--1990

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3M-2/90-812101 approved by Rick Murphy, State Purchasing Agent. Est cost/copy 2366.64/3000.

THE STUDENT'S GUIDE TO LOBBYING

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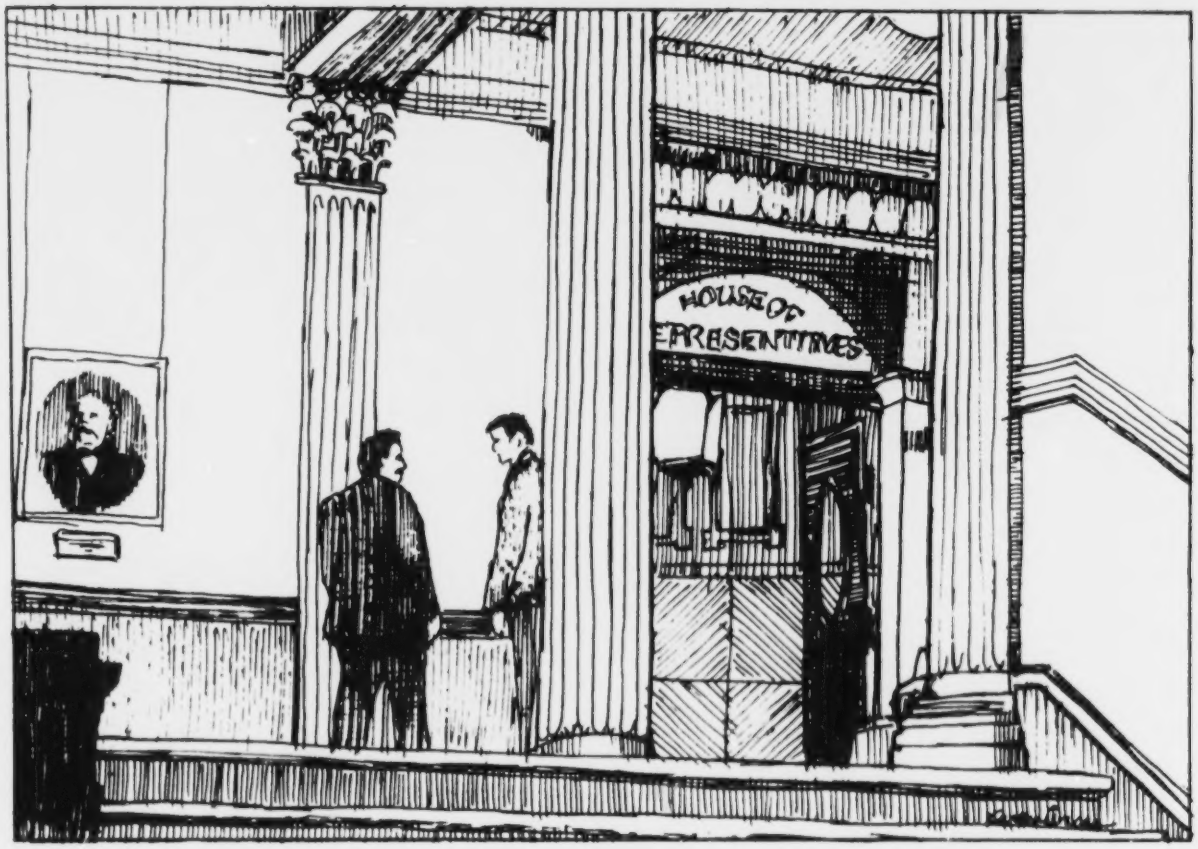


INTRODUCTION

Lobbying is the function of citizens to express their views and to gain the support of legislators for proposed laws.

Since the legislature handles thousands of bills every year, state representatives and senators rely strongly on information given to them by outside sources, individuals, or groups. People who will be directly affected by a proposed law are the ones who most often need to lobby.

In reality, it is professional lobbyists hired by organizations to represent their specific interests that do the majority of influencing on proposed pieces of legislation. However, there are many ways in which individual citizens and citizen groups can be effective lobbyists. There are several ways to lobby that are legal and commonly used to influence the passage of a bill. Because being a lobbyist is usually a paid position, it is often adults who lobby. But we know that students are both capable and effective in the lobbying process. They can provide important sources of information for legislators and impact the passage of a bill.

Lack of experience with State House politics should not prevent you from participating directly in lobbying efforts. By following the advice of experienced lobbyists and legislators, your efforts can be productive. An important function of government is the legislative process. Although the responsibility for enacting laws in Massachusetts rests primarily with the legislature, the responsibility of proposing and lobbying for laws that we view as important rests with all of us as citizens. This booklet is designed to help student lobbyists by outlining some basic procedures and suggestions.

LEGISLATORS AND THEIR STAFF

The staff is the legislator's right arm. Members of the state legislature have many responsibilities. These duties include committee hearings, meetings, responding to the requests of their constituents, receptions and, of course, the daily session. There is no way that a single individual can be in all of these places at once and do the paper work and constituent work that is part of the position. This is where the legislative staff comes into the picture. Secretaries, legislative aides and constituent aides work for each legislator. They handle the overload, go to meetings and act as representatives. They keep legislators well informed and help them carry out necessary legislative duties. They are the legislator in proxy. The legislator and staff can be thought of as a team. Get to know staff members and use them as your link to the representative or senator.

TECHNIQUES OF LOBBYING

Everyone has the right to lobby. In the past decade students have become very active in legislative matters. They have taken initiatives based on the principle that elected officials are there to serve the public and that, as members of the public, students have the right to have their views heard and acted upon. ***Students represent a large constituency and can be especially effective if organized.*** You can lobby in a great many areas. Because students are from diverse geographic areas, they can impact the way in which many state senators and representatives vote.

There are many formal and informal ways to lobby. These techniques range from hanging around in the hallways and informally asking for support to testifying in front of a committee. The committee meeting is referred to as a hearing and the short lobbying speech is called testimony. Before going to testify, you need to be prepared with background information.

CHOOSING A BILL

Before you can begin to lobby you must first identify a specific bill to support or oppose. Bills are always submitted by members of the legislature.

Although they are usually written by a legislator or his/her staff, private citizens can also propose legislation. ***Under the "right of free petition," which is allowed in only a few states, anyone may write a bill.*** Many bills are written and proposed by citizens annually. However, you must have a senator or representative submit the bill for you. This takes place on or before the first Wednesday in December in odd numbered years and the first Wednesday in November in even numbered years. Ask your local legislator for support. A good person to have behind you supporting your bill is the chair of the committee where your bill will be heard. For maximum support, ask the Senate President or Speaker of the House to submit your bill. If your issue is compatible with their past voting history, you may be successful in obtaining their support. In reality, these legislative leaders will rarely sponsor a citizen-initiated bill, but it's worthwhile to try.

THE BILL

Once you have submitted your bill or have discovered one that interests you, it is time to begin lobbying. The bill will be given a letter and a number to identify it. The letter signifies whether it is a House bill or a Senate bill; in other words, the place where it originated. For example, the bill we will follow is H. 3162 or House 3162, which, if it passes, will allow student input in the content of school handbooks. It will give students a voice in determining school rules. It is a House bill because it was submitted by a representative. Had it been submitted by a senator it would have become Senate 3162. It makes no difference if your bill is a Senate or House bill, except that all bills which deal with raising state revenues must originate within the House and bills are debated first in the chamber they originated in.

FOLLOW THE PROGRESS OF THE BILL

It is important to keep track of what is happening to your bill and who supports it. You can call the House or Senate Clerk's office (722-2356, 722-1276) and they will give you the status of the bill. Status means where it is along the route to becoming a law. The clerks can tell you which reading the bill is in, how many votes have been taken, or when a committee hearing is scheduled. If you go in person to the State House, you may check the legislative record in the Clerk's office (House Clerk, Room 145; Senate Clerk, Room 208) and find out who voted which way.

Talk to professional lobbyists who support the bill. They may be visiting the State House, but you can probably reach them at their offices. Almost every large organization and association has paid professional lobbyists. You can call the organization and ask to speak to one of their lobbyists. A list of major education groups that may be helpful are listed in the back of this book.

Lobbyists may tell you the chances of the bill's passage, help you strengthen weak spots and give you ideas for your defense. They also may give you an idea of what the opposition's position is. This information may be very helpful as you build your own support for your bill.

LOBBYING TECHNIQUES, GROUP EFFORT AND CONSENSUS BUILDING

As you begin your lobbying efforts, realize that it is likely that if you have strong feelings about a bill, you are not alone. You can lobby by yourself, as an individual, but your power of persuasion will increase greatly if you have others lobbying with you. As a group effort, you may use any combination of lobbying techniques to demonstrate support in numbers. ***These methods may be used in various stages to help your bill along and to increase the potential for passage. The first place to concentrate your lobbying efforts is on the members of the committee that will hear your bill.*** Our bill, (House 3162, would be referred of the Committee on Education because it deals with students.) Getting the support of the committee is essential because in a majority of cases bills are acted upon based on the suggestion of the committee.

It is very important to get as many students and other members of the community as you can to support your bill and to become involved in the lobbying process. Professional lobbyists have large groups that back them and this certainly contributes to their effectiveness. There are many ways to get people involved without their specifically having to go the State House and testify.

Either use existing organizations or form your own **ad hoc** (or single issue group) around the particular issues you are working on. Often progress occurs only when people are united in their demands for change.

STUDENT GROUPS

There are several student groups you can contact in order to gather support and help. At the local level, use your student council or class officers or special interest groups to organize the student body. If the group decides to support the issue, ask them to participate in the lobbying activities discussed below so that your opinions will have a strong voice.

It may initially seem difficult to get support from different parts of the state, but it is both a positive and effective technique. In the case of House 3162, you would want to activate parents, teachers and students because the bill directly affects them. By lobbying organizations representing these

constituencies, teacher organizations, parent organizations and student councils, you can gain their support and work with them in order to lobby the State House in support of your bill.

If there are no existing groups to help you, you can form your own. Students Against Drunk Driving (S.A.D.D.) is an example of an ad hoc group that represents student views on a particular issue at the state level. In Check it Out; A Guide to Rights and Responsibilities for Massachusetts Students, there are tips you may find useful on how to organize a successful group. You may get this free booklet from the Department of Education's Regional Offices. (See Page 16 for their address and phone number.)

Once a group is organized you are able to begin lobbying.

PETITIONS

Petitions or a statement of support signed by various people, allow many people to be involved in the lobbying process with minimal effort. At the same time, they let the members of your group become aware of exactly what they are working towards. The statement need not be elaborate. Write a short summary of your group's view with lines for signatures and addresses.

SAMPLE PETITION

> We, the undersigned, believe that House Bill 3162, which would allow for a regular student handbook review process by a committee of teachers, students and parents would be beneficial to students and officials alike. As citizens concerned about the ways in which our schools are governed, we are requesting the committee to recommend this bill to pass.
>
> Signature Address

LETTERS

A much more effective procedure is to have a letter writing campaign. Have the members of your group, school, or family write a letter to the committee before which your bill will appear. Keep the letters short. Give the bill's number, such as H. 3162, a brief synopsis of what it does and its effects, and finally your own position.

A good way to help people with this procedure is to provide a sample letter; however, encourage them to write their own. If everyone sends the same letter, then it is not very different than a petition. You may set up tables in school lunchrooms to recruit people in this effort. Have available the address of the committee and the names of each of its members.

SAMPLE LETTER

> Dear Senator (or Representative):
>
> As a student at Classical High in Springfield, I am directly affected by the rules and guidelines in our student handbook publication. As an individual student, my voice regarding that content can be heard most effectively if I am represented by my peers on a collaborative committee with parents, teachers and administrators. House Bill 3162 would allow this to take place and would provide students with a voice regarding the content of their student handbooks. This is why I urge you to give House Bill 3162 a favorable vote. Thank you.
>
> Sincerely yours,

This method may not initially seem as though it would make a difference, but it can significantly impact a decision. As the result of a letter writing campaign in 1986, a referendum ballot was established that overturned the existing seat belt law. ***It is important to remember that a vocal minority always has more power than a silent majority.***

PHONE CALLS

As it gets closer to the time of the scheduled hearing you may wish to organize a phone tree. This is a system that uses a chart of the phone numbers of the group members. Someone calls two people and each of them calls two or three more people, and so on down the line.

Although this has to be structured in advance, it's worth the effort. You can reach everyone easily and quickly. The message should be short, for example, "Call the Education Committee chairman and ask him/her to give House 3162 a favorable endorsement." With the phone tree, all the members may be notified in one evening and be able to call the State House the next day.

When you call a legislator, you should be very brief. It is only necessary to say: "I'm Michael Jagger of Anytown and I'd like my senator to vote in favor of House 3162 regarding "Handbook Legislation." Always try to talk with the legislator personally but don't feel discouraged if you are not able to. They tend to be very busy. You will be most effective if your presentation is brief and clear.

MEDIA

The best possible way to attract attention to your issue is, to get it in the news. Write a letter to the editor or an editorial (or both!) on your issue so that the public will take an interest. Also, encourage the paper itself to focus on the bill and generate stories concerning the issue. Your letter should explain the issue clearly so that people can understand its impact.

SAMPLE LETTER

To the Editor:

In recent weeks a bill has been presented to the legislature concerning Student Handbook Legislation. The Bill provides a model for collaboration between students, teachers, parents and school officials to arrive at the content and format of student handbooks. To be effective, it is important for students to have a voice in the preparation of their handbooks and to work with all school constituencies to develop the best possible results.

This legislation will affect everyone involved in education; students, parents, teachers and administrators. If you are concerned, contact your legislator at the State House and ask him/her to vote in favor of House 3162.

Janice Griffith
Senior Class President

All of these techniques work because they allow many people to become involved in a variety of ways. This is important to legislators.

OUTREACH

Don't forget about people outside your organization. Parents, administrators, faculty and other students can write letters and call too. Recruit their efforts. The greater your numbers, the greater your influence. Request other lobbying organizations to mobilize their power.

VISIT THE STATE HOUSE

If you have never testified before, it may be helpful for you to go to a hearing on another bill and observe the action. Since hearings are open to the public, this is a good way to get acquainted with the procedure. Get a

copy of the "Bulletin of Committee Work" in the Legislative Documents Room (Room 428) to see when the different hearings are scheduled. They usually begin in January and are held in the morning. The daily room listings are usually posted in the elevators.

If your bill came before the legislature during an earlier session, then your bill is considered a "refile," in which case no oral testimony is heard. Even though you won't be able to formally testify, you can still lobby in support of your bill. The committee accepts written testimony on old bills.

Maybe other bills like yours have appeared before. If so, you will want to know which legislators were supportive and which were not. You can check the journals of the House and Senate which list the minutes of each day and the roll call votes taken. Copies of the journals, bills, and other documents can be obtained in the Legislative Documents Room. You can contact legislative staffs to find out why the Bill was defeated in the past. This is an important factor in future lobbying efforts.

The concept of finding out "who's for" and "who's opposed" to the bill is important. Think of your bill as a product you are trying to sell. You want to keep supporters satisfied while bringing in new people who are interested. It is important to have a lot of confidence in your bill even if it has been defeated in the past. Your bill may go before more than one committee so it is important to sustain interest. Send letters to all members of the committees that your bill will appear before. The Massachusetts Taxpayers Association has a guide to the legislature that lists the present members of committees, plus their addresses at the State House. You can also obtain this information through Citizens Information, Tel: 727-7030.

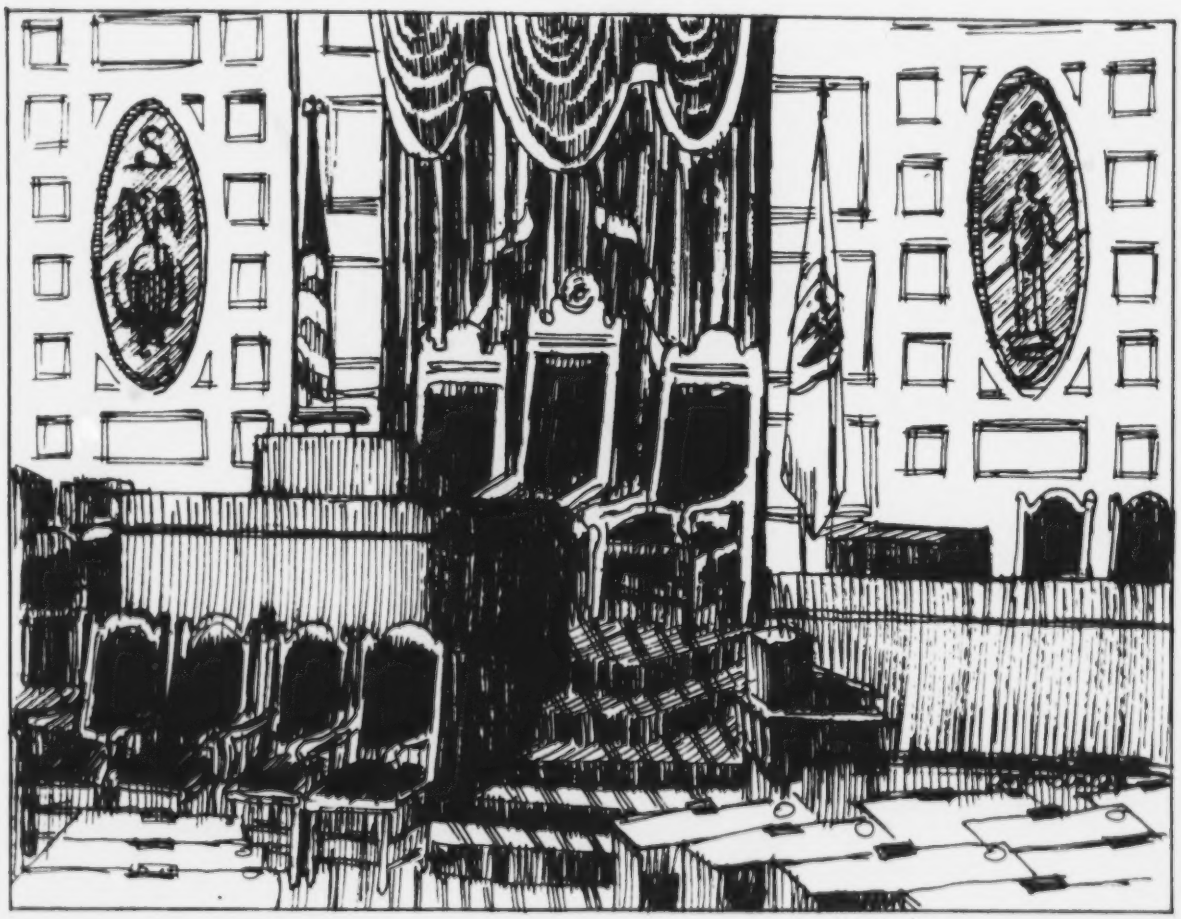
TESTIFYING

When your turn to testify comes, check the "Bulletin of Committee Work" and the committee to have your name put on the list of people who are going to testify. At this time, get the date, time and room number of the hearing. Know your material very well. You do not have to be an expert in the subject, but you should be able to answer most of the questions asked of you. Many lobbyists use notes because they help them to remain focused. Finally, pass out a copy of your testimony to each member by giving your copies to the head aides. You may also want to give out some photocopies of relevant news articles and support materials. Committee members who are not present will read the information you distribute later.

Sometimes there is no activity in the hearing room and everyone on the committee sits quietly. Legislators can leave the room to go to roll call votes during a hearing. Don't be intimidated by the activity and interruptions, they are standard. Although this rarely happens, if the issue is an emotional one, be

prepared for a verbal assault by someone else in the audience who may be there to testify. Remain calm and let the person in charge of the hearing deal with it. Don't get into a shouting match. You are there to talk to the committee, not to another audience member.

There is no set format for testifying but here are some suggestions you may wish to follow. First, you should give your qualifications for testifying. For example, your name, where you are from, personal experience, professional position, and/or organization. Identify your position on the bill. Next, give the bill's potential effect on you and others like you. If you are at the hearing as an individual, not as a representative of an organization then you should make this clear. Let the committee know this is your own position and not necessarily your school's or its student body. State your case for or against the bill. A new law represents a change. Try to stress why it is necessary to make that change. At the end of the statement, give the bill's number and summarize your position: such as,"...and that is why I am in favor of (or opposed to) House Bill 3162. Thank you for your time. Are there any questions?"



The following is a sample testimony concerning House Bill 3162:

My name is Debra Weissman, and I represent the State Student Advisory Council, a legislatively mandated body which represents students from every public high school in Massachusetts. I am also a senior at Springfield Central High School.

I am here to testify in favor of H. 3162 An Act to Encourage Participation in the Review of Rules Governing Student Conduct.

This bill would create a handbook review committee, comprised of parents, teachers, administrators, and students, in every public school in Massachusetts. The committee would review the school handbook annually and make recommendations to the school committee for revisions or additions to the code of conduct. The committee would also be able to reconvene at any time during the school year if a special question or problem with the handbook arose. The school committee would naturally have the final say in either case, however.

The State Student Advisory Council feels that this bill provides an opportunity for all school constituencies- that is, administrators, teachers, parents and students -to have input into the development of school rules. As of now, students, parents, and teachers are not guaranteed representation in the rule-making process which governs student behavior.

As a representative of the State Student Advisory Council and a Massachusetts public high school student, I see no reason why this bill should not be passed. The bill will not cost the taxpayer anything. Rather it establishes a process that schools must undertake to develop codes of conduct.

I urge you to vote in favor of this bill. Thank you.

WHEN TESTIFYING:

1. Be brief and to the point. If you are testifying, don't repeat arguments other people have already made.

2. Be open for questions at your testimony or when you visit your legislators.

3. Express your opinion even if you are only an individual without big organizational support. Legislators will listen to you because you are not a professional lobbyist paid by some group. You are telling them how you actually feel and showing them that you made the effort to testify. This is important.

4. Your appearance makes a statement that can be either positive or negative.

5. Give copies of your statement to committee members. Keep the written statement short, but, if it will take you longer than two or three minutes to read, give the highlights aloud and distribute the rest. Leaving written information about your bill with a legislator or committee can be useful. If you can, get an expert witness, someone who really knows the material, to write the handout. Tailor each handout to the legislator's specific district by including local statistics and information. This helps the legislator understand the issue by doing some of the initial research. Use accurate, updated facts. Keep the wording short. Leave out any jargon.

EXECUTIVE SESSION

After hearing the testimony, the committee decides its position on the bill by going into executive session. They debate the matter and vote on whether or not to support the bill. These executive sessions are open to the public but only committee members and people invited to provide additional information are able to discuss the bills. This may happen at the committee meeting following the testimony of all the bills scheduled for that day or the bill may be scheduled for another executive session. Keep in touch with the committee's office to learn the status of your bill.

FOLLOW THE FLOOR SESSION

After a bill is voted on by the committee, it must then go to both the House and Senate for a floor vote in order to be successful. There are several votes in each branch before the final vote. The bill goes through several readings and may even go back to the committee. (See "How a Bill Becomes Law", in the back of this book). Although you can not vote, you can influence the votes of your legislators.

Remember the same techniques of lobbying that your group used to persuade the committee can also be used with the entire legislature. Have group members write, call, and/or telegram their own representative and senator. Phone calls

are especially effective on the day of the vote. Remember, there may be more than one vote, so do not hesitate to call again. You can find out when a vote is to be held through the "Daily Calendar." Your phone tree will prove to be very useful at this time.

THE DEBATE AND FINAL VOTE

You may want to go to the State House on the day of an important vote. Debates generally happen in afternoon session which starts at 1:00 p.m. If you wish, you may stop by your legislator's office and register your opinion before you go to the gallery to watch the session. If you wish to speak to your legislator at this time, or at any time, it is strongly recommended that you make an appointment. You can pick up a copy of the "Daily Calendar" in the State House to help you follow the session more easily.

Sometimes you may be with a large group that has come to put pressure on the legislators the day of the vote. This is a very good way to lobby because large numbers call attention to the issue. You should remain quiet and stay seated. Don't give the State House officers a reason to remove you from the gallery. You may speak to the legislator during the session by asking the State House officers stationed outside the House or Senate to carry a message to your legislator.

Don't leave until the bill is "passed to be engrossed"; that is, put on official paper and put into the official laws, and all debate has ended. Anytime before that the bill may be amended. Some bills have been changed as the result of a lobbying group leaving early with a sense of victory regarding the outcome of a Bill's passage. Don't be mislead by a false sense of victory about support for your bill. No bill is secure until it is "passed to be engrossed." Be certain to remain until this part of the legislative process is complete.

When all of the procedures are over and if your bill has passed, thank your supporters. Even if it was defeated, follow through with this task. You may need your supporters later, either for the same bill or for a new piece of legislation you happen to be working on.

ADDITIONAL GUIDELINES

Always look appropriate. In a way you are a personification of the bill. You are in all ways, trying to gain support.

Be candid. Don't try to present yourself as a professional lobbyist.
Be persistent. Remember your point and stick to it and don't let yourself be swayed. Be assertive. If you feel you are not being understood, repeat or reword your point.

Be positive. If your bill is defeated, don't give up. There will be other chances in the future for passage.

Avoid personality conflicts. Don't offend anyone who could hurt your cause and don't discuss personalities in front of others. You want as many people as possible on your side so don't give anyone a reason to dislike you or your issue.

Leave prejudices at home. Don't approach the task of lobbying displaying preconceived notions. Have an open mind. Keep discussion focused on the bill in question.

Be polite. This is essential to your effectiveness. Don't argue, you are there to persuade. Always, take the time and listen to others' views.

Address committee members by title. Senators and representatives have earned their titles and they should be used when addressing or referring to them. If Mary Smith is a senator, call her "Senator Smith." Also remember the Speaker of the House is Mr. or Ms. Speaker and the Senate President is Mr. or Ms. President

VOTING AND REGISTRATION

<u>Register to vote.</u> - Once you are 18 you can register at any time at your local town or city hall. There are alternative locations. As the result of an amendment by Chapter 178 (1989) "The principal or headmaster of every public or private high school or vocational school shall submit to the board of registrars of voters of the city or town the names of at least three school employees who are registered voters in the Commonwealth to serve as assistant registrars of voters for the purpose of this section. The board of registrants shall appoint at least one of the designated employees as an assistant registrar, shall provide necessary training, forms and other assistance, and shall establish procedures to be followed by the assistant registrar. The assistant registrar shall be available at the school for the purpose of permitting eligible students and employees of the school to register as voters in the city or town. The principal or headmaster

shall publicize the opportunity to register within the school. Said assistant registrar shall receive affidavits of registration from registrants who reside in any other city or town of the Commonwealth, and the provisions of section forty-two B shall apply to such affidavits."

Vote. An important part you can play in addition to lobbying on behalf of other students is by voting yourself. Help select lawmakers. By electing people who share your views, it becomes easier to lobby.

Support other legislation. Don't stop lobbying when your particular bill has been passed or "killed". Stay involved. If you see something that interests you, write to your legislators and tell them how you feel. If the legislator and his/her staff keep seeing your name, they will feel they know you when you ask them for help at a later time.

CONCLUSION

The legislative process in Massachusetts is directly accessible to all of us. It encourages us as citizens to take an active role in law making and provides a structure in which we can express our ideas to both representatives and senators. We can express ideas regarding pending legislation or, through the "right of free petition," we can file proposed legislation directly. Massachusetts is one of the few states that allows us to participate so directly in this process.

Lobbying is an important step since it most specifically acquaints elected officials with citizen support or opposition. It plays a vital role in determining the final outcome of laws that govern our daily lives. It is equally important to remember that in the same way that lobbying techniques can secure the passage of a bill, the same techniques can be used effectively to defeat a bill.

The process of bringing a bill to completion can be long and complex but the results can help us to achieve a lasting contribution to the way in which our lives are governed as citizens of Massachusetts.

CALENDAR OF LEGISLATIVE EVENTS

Filing date for by 5:00 p.m.	First Wednesday in December in odd numbered years and the first Wednesday in November in even numbered years.
Committee hearings	January through April
Legislature convenes	First Wednesday in January
Prorogation (end of season)	No limit on length of session

Joint Rule No. 10 - Any bills referred to committee before April 15 must be reported on by the fourth Wednesday in April. Any bills referred on or after April 15 must be reported within ten days.

IMPORTANT ADDRESSES AND TELEPHONE NUMBERS

To get your senator's number	722-2860
Citizen Information Service 1611 McCormack Building One Ashburton Place	727-7030 Outside Boston 1-800-392-6090
Massachusetts Taxpayers Foundation One Federal Street Boston, MA 02110	357-8500
The Commonwealth of Massachusetts **Department of Education** **Bureau of Student** **Development and Health** 1385 Hancock Street Quincy, MA 02169	(617) 770-7580
Student Service Center **Department of Education** **Central Massachusetts** **Regional Education Center** Beaman Street, Route 140 West Boylston, MA 01583	(617) 835-6267

LEGISLATIVE DIRECTORY

	Room	Phone		Room	Phone
Senate Clerk	335	722-1270	House Counsel	139	722-2360
House Clerk	145	722-2356	Legislative		
Senate Counsel	200	722-1470	Document Room	428	722-2860

COMMITTEES

	Room	Phone		Room	Phone
Banks & Banking	42	722-2370	Judiciary (House Staff)	138	722-2396
Bills in Third Reading (House)	20	722-2410	Judiciary (Senate Staff)	219	722-1654
Bills in Third Reading (Senate)	200	722-1470	Local Affairs	134	722-2400
Commerce & Labor	43	722-2030	Natural Resources	472F	722-2210
Counties	33	722-2060	Personnel Administration (House)	146	722-2560
Criminal Justice (House)	166	722-2900	Post Audit & Oversight (House)	146	722-2560
Criminal Justice (Senate)	218	722-1206	Post Audit & Oversight (Senate)	216	722-1252
Education	473G	722-2070	Public Safety	473B	722-2230
Election Laws	26	722-2080	Public Service	40	722-2240
Energy	540	722-2090	Rules (House)	167	722-2692
Ethics (House)	163	722-2040	Rules (Senate)	431	722-1520
Ethics (Senate)	511	722-1432	State Administration	34	722-2320
Federal Finance Assistance	127	722-2110	Steering & Policy (House)	277	722-2676
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Health Care	130	722-2130	Taxation	236	722-2430
Housing & Urban Development	38	722-2470	Transportation	443	722-2460
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Published by the Tours and Government Educational Division, Massachusetts Secretary of State, Michael J. Connolly.

GLOSSARY OF TERMS

Act
A bill that has been signed into law by the governor.

Acts and Resolves
A compilation of the bills and resolves enacted and passed by the legislature and signed by the governor. Bound in a volume on a yearly basis.

Adjournment
Termination of daily session.

Adverse Report
A committee recommendation that a matter ought not to pass.

Bill
Document accompanying a petition, usually asking for legislative action of a permanent nature.

Committee on Bills in the Third Readings
A committee of three which is empowered to examine and correct bills and resolves prior to their final reading in the Senate or House, resolutions prior to their adoption, and amendments to bills, resolves and resolutions adopted by the other branch and before the body for concurrence.

Concurrence
Agreement by one branch with an action originating in the other branch.

Conference Committee
Committee consisting of three members from each body (one senator and one representative acting as chairman) appointed by the legislative leaders to resolve differences between the two bodies with regard to specific matter. Failure of the committee to agree or failure of one body to accept the committee's recommendation results in the appointment of a new conference committee.

House and Senate Rules
Rules of order and procedure adopted by that branch at the beginning of each biennial session.

Informal Sessions
Meeting designated by the Speaker of House and Senate President to consider reports of committees, papers from the other branch, amendments, matters in the Orders of the Day, and various other matters which are of a non-controversial nature. Any session may be declared an informal session with prior notice given, or in cases of an emergency.

Initiative Petition
Request by a specified number of voters to submit a constitutional amendment or law to the people for approval or rejection. The petition is introduced into the General Court if signed by a number of citizens equaling three percent of the entire vote for governor in the preceding gubernatorial election. If a proposed initiative law fails to pass the General Court, additional signatures are required to place it on the ballot. A proposed initiative constitutional amendment approved by at least one quarter of the General Court, sitting in joint sessions by two consecutively elected General Courts, can be placed on the ballot.

Daily List
List of committee hearings giving the committee, its matters, and the time and room number of each hearing.

Emergency Preamble
A preamble to a bill setting forth the facts constituting an emergency, and the statement that the law is necessary for the immediate preservation of the public peace, health, safety or convenience. Matters with emergency preambles become law immediately upon approval by the governor. Either the governor or the legislature may attach a preamble.

Enactment
Final passage of a bill by the House or Senate.

Engrossed Bill or Resolve
Final version of a bill or resolve before the House or Senate for final action after being typed on special parchment by the Legislative Engrossing Division by the clerk.

Favorable Report
A committee recommendation that a matter ought to pass. A matter takes its first reading at this time.

Formal Session
Meeting to consider and act upon reports of committees, messages from the governor, petitions, orders, enactments, papers from the other branch, matters in the Orders of the Day, and various other matters which may be controversial in nature and during which roll call votes may be taken.

General Law
Legislative act applying generally to the Commonwealth and its citizens.

Joint Rule 33
Rule allowing the alteration, suspension or recision of joint rules by a concurrent 2/3 vote of members present and voting. Some rules are suspended only by a 4/5 vote and a very few by unanimous consent.

Joint Rules
Rules for the governing of the two bodies adopted by both branches.

Lay on Table
To temporarily lay aside the consideration of a specific bill, resolve, report, amendment or motion. If laid on the table, consideration is postponed until a subsequent motion taking the item off the table succeeds. A motion to lay on the table can be made only in the Senate.

Legislative Bulletin on Committee Work
A complete listing of all matters and the committees to which they are assigned. A short description of each matter, its number, hearing date and committee report can also be found here. Legislative Record Numerical listing of all numbered matters filed for consideration by the General Court. Includes a brief description of the matter and its full legislative history.

Joint Committees
Twenty-one committees, consisting of six senators and eleven representatives, responsible for holding public hearings and reporting on all legislative matters referred to them.

Joint Rule 10
Rule ordering that all matters referred to joint committees be reported out of committees by the fourth Wednesday in April. If the matter is referred to committee after April 15, it must be reported out within 10 days, excluding Sundays and holidays.

Order
Formal motion in writing, not requiring the governor's signature, which is temporary in nature and is used to establish investigative committees, to change rules and other parliamentary actions.

Order of the Day (Calendar)
Listing of most matters to be considered by the Senate and House at each sitting.

Override
To overturn the governor's veto by a 2/3 vote of the members present in both the House and the Senate.

Pairing of Votes
Procedure allowed in the Senate only, whereby a member, before the vote is taken, announces to the Senate that he or she has paired his or her vote with an opposing vote of an absent member. The two votes do not affect outcome of the final tally.

Pass a Resolve
Final passage of a resolve by the House or Senate.

Petition
A request describing the nature of the proposed legislation and the objects sought by it, signed by the petitioner, and accompanied by a draft of the bill or resolve embodying the legislation proposed.

Pocket Veto
A veto resulting from the governor's failure to sign a bill following prorogation. Because the session has ended, the bill will not automatically become law after ten days and the General Court has no opportunity to override the veto.

Point of Order
Challenge to a breach, order or rule.

Resolve
Document accompanying a petition, usually asking for legislative action of a temporary or immediate nature; e.g., establishing temporary investigative committees.

Senate and House Journals
Record of proceedings in each chamber for each legislative day, including matters considered, amendments offered and votes taken.

Special Law
Legislative act applying to a particular county, city, town or district, individual or group of individuals and not general in nature.

Standing Committees
Seven permanent committees in the Senate (Rules, Ways and Means, Bills in Third Reading, Ethics, Post Audit and Oversight, Counties, Steering and Policy) and in the House (Rules, Ways and Means, Bills in Third Reading, Ethics, Counties, Post Audit and Oversight, Personnel Administration) which serve their respective legislative bodies separately.

Massachusetts General Laws
All of the laws of Massachusetts of a general and permanent nature as embodied in the 1986 Edition of the Massachusetts General Laws (which are updated on a biennial basis), together with all amending and related general statutes subsequently enacted down through the current session of the General Court.

Money Bill
Bill that transfers money or property from the people to the Commonwealth, i.e., a bill that imposes a tax. These bills must be taken up in the House of Representatives first.

Proposal
Document accompanying a petition introducing legislative amendments to the Constitution of the Commonwealth.

Prorogation
Termination of a legislative year by agreement of the governor and both legislative bodies.

Quorum
Twenty-one members in the Senate, eighty-one members in the House. Quorum is set by the rule.

Recess
Temporary delay in proceedings.

Reconsideration
Motion to reconsider a vote on action previously taken. Any member may propose reconsideration and if the motion prevails, the matter is voted on again. Must be moved prior to entering upon the Orders of the Day on the next legislative session.

Referendum Petition
A petition signed by a specified number of voters to repeal a law enacted by the legislators, and requesting that the legislation be suspended until the vote is taken.

Refile
A petition similar to one which was presented to the General Court in a previous year.

Report of Committees
Recommendation on a legislative matter by the committee to which it was referred.

Resolution
Documents which may or may not accompany a petition expressing an opinion or the sentiment of one or both branches of the General Court, used for congratulations, for memorializing the Congress of the United States regarding public questions, etc. Resolutions do not require the governor's signature.

Substitution for an Adverse Report
Procedure by which a committee's adverse report is overturned. The original or a new but very similar bill, resolve or resolution is substituted for the adverse report.

Veto
Governor's objection in writing to legislation enacted by the General Court. The legislation is returned to its branch of origin.

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EDUCATION LOBBIES

There are a number of different groups, organizations, and associations concerned with education. These groups have memberships which may include professional educators, business-people, parents, and students.

Below is a list these interest groups arranged by membership, composition and area of interest.

1. **Professional educators (teachers, principals, and superintendents) have a number of organizations which concern themselves with the general educational process.**

   Massachusetts Association of Superintendents
   Massachusetts Association of Secondary School Administrators
   Massachusetts Association of Middle/Junior High Administrator
   Massachusetts Association of Supervision of Curriculum Development
   Massachusetts Association of Pupil Personnel Directors

2. **Professional educators who have specific interest in one area of educational process.**

City and Town Administrators of Physical Education
Massachusetts Administrators of Special Education
Massachusetts Alliance for Arts Education
Massachusetts Association of Educational Media
Massachusetts Association of Health, Physical Education and Recreation
Massachusetts Association for Public Continuing and Adult Education
Massachusetts Association of 766 Approved Private Schools
Massachusetts Association of Teachers of Other Languages
Massachusetts Association of Vocational Administrators
Massachusetts Association of Bilingual Education
Massachusetts Community Education Association
Massachusetts Council for the Social Studies
Massachusetts Council of Teachers of English
Massachusetts Vocational Guidance Association
Massachusetts Vocational Association
Massachusetts Reading Association
Massachusetts School Counselors Association
Massachusetts Personnel and Guidance Association

3. **State agencies (other than the Department of Education) dealing with education.**

Massachusetts Department of Mental Health
Massachusetts Department of Public Welfare
Massachusetts Department of Social Services
Massachusetts Department of Employment and Training
Massachusetts Board of Regents
Massachusetts Department of Youth Services

4. **Joint business and education organizations.**

State Employment and Training Council
Massachusetts Association of School Committees
Massachusetts Chamber of Commerce

HOW A BILL BECOMES A LAW

Petitions (or bills) are filed in the office of the House or Senate Clerk a month before the legislature convenes.

Legislators file petitions for the public.

Clerk assigns a number to the petition and refers it to a joint committee.

Joint Committees generally hold public hearings before making reports.

Each bill must have three favorable readings, plus a favorable vote "to be engrossed," plus a favorable vote to be enacted, before going to the Governor.

An unfavorable report, if accepted by the House or Senate, kills the bill. A favorable report is considered the first reading.

If the bill relates to state finances, it is referred to the House or Senate Ways and Means Committee. (Other bills go directly to a second reading.) When the Ways and Means Committee makes its recommendations, the bill is put on the next day's calendar for a second reading.

Before voting on "ordering the bill to a third reading," a bill is subject to debate and amendment. If favorable action is taken and the bill is ordered to a third reading; it is then referred to the Committee on Bills in the Third Reading.

When this committee reports the bill "correctly drawn," it is given its third reading. The bill is again subject to debate and amendment and then a vote is taken on "passing the bill to be engrossed." A favorable vote sends the bill to the other branch where it follows the same procedure.

If a bill passes the second branch in an amended version, it is sent back to the originating branch for concurrence on the amendment. If concurrence is rejected, the bill may go to a conference committee.

When agreement is reached by both branches, the bill is prepared for final passage.

Vote on enactment is first taken in the House and then in the Senate.

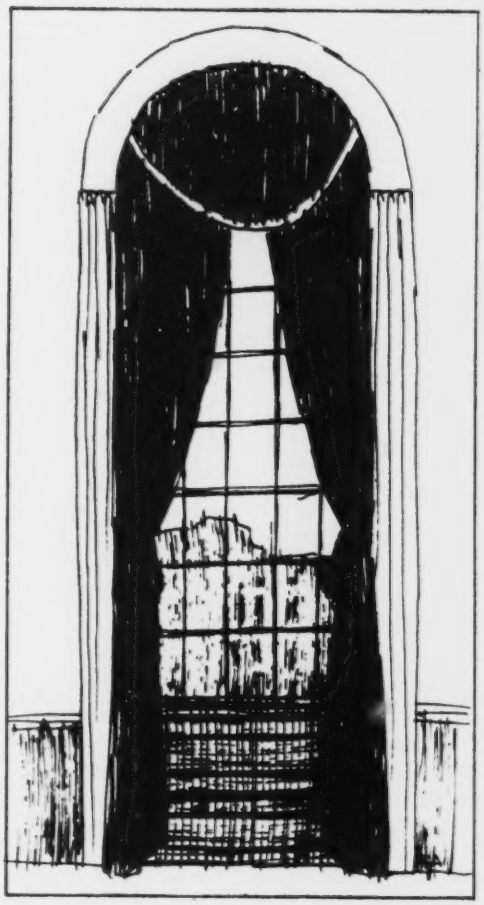
The bill is sent to the Governor.

The Governor, during the ten day period allotted him/her by the Constitution, may:

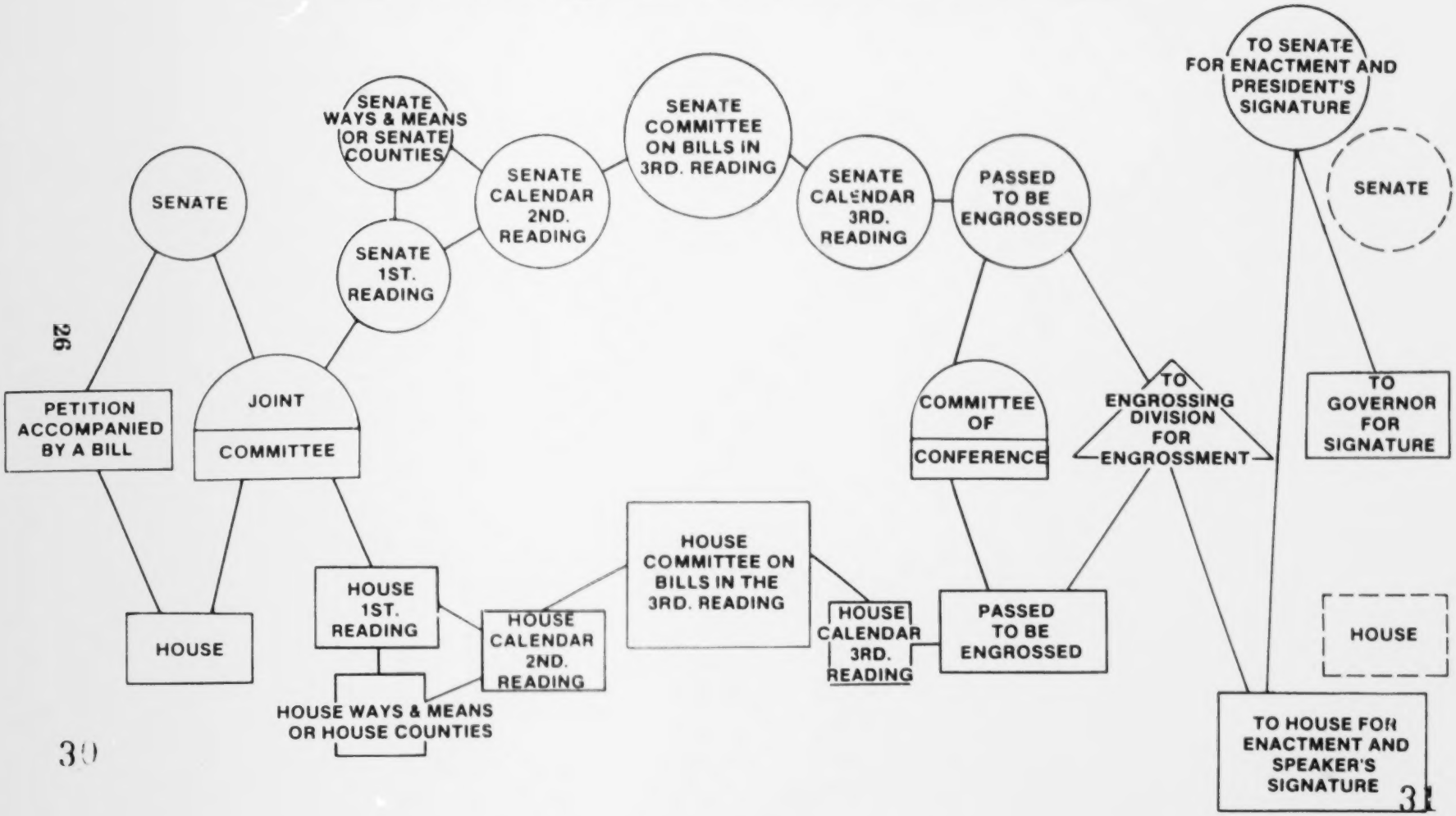
- sign the bill into law.
- let it become law by taking no action. If the legislature adjourns during the ten day period, the bill will die. This is called a pocket veto.
- send it back with recommended amendments.
- veto it. A two-thirds vote of both branches is required to override a veto.

Adapted from ***Government of Massachusetts,*** published by the:

League of Women Voters of Massachusetts
133 Portland Street
Boston, Massachusetts 02114



Law Making in Massachusetts


PETITION ACCOMPANIED BY A BILL
SENATE
HOUSE
JOINT COMMITTEE
SENATE WAYS & MEANS OR SENATE COUNTIES
SENATE 1ST. READING
SENATE CALENDAR 2ND. READING
SENATE COMMITTEE ON BILLS IN 3RD. READING
SENATE CALENDAR 3RD. READING
PASSED TO BE ENGROSSED
COMMITTEE OF CONFERENCE
TO ENGROSSING DIVISION FOR ENGROSSMENT
TO SENATE FOR ENACTMENT AND PRESIDENT'S SIGNATURE
SENATE
TO GOVERNOR FOR SIGNATURE
HOUSE 1ST. READING
HOUSE WAYS & MEANS OR HOUSE COUNTIES
HOUSE CALENDAR 2ND. READING
HOUSE COMMITTEE ON BILLS IN THE 3RD. READING
HOUSE CALENDAR 3RD. READING
PASSED TO BE ENGROSSED
HOUSE
TO HOUSE FOR ENACTMENT AND SPEAKER'S SIGNATURE

SAMPLE DOCUMENTS

To the Honorable Senate and House of Representatives of The Commonwealth of Massachusetts

in General Court assembled.

The undersigned, citizens of _____, *respectfully petition for the passage of the accompanying bill or resolve, and/or for legislation*

Petitioners are requested to sign names and addresses legibly.

PETITION—HOUSE

Rep. .....

of .....

presents the petition of .....

PLEASE LEAVE THIS SPACE BLANK.

[Accompanied by bill, House, No.]

HOUSE OF REPS., ... 198 .

Referred to the *Committee on*

.....

Sent to the Senate for concurrence.

..... *Clerk.*

SENATE, ... 198 .

The Senate concurs.

The Commonwealth of Massachusetts

IN THE YEAR ONE THOUSAND NINE HUNDRED AND EIGHTY-

AN ACT

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows.

SECTION 1.

NOTE. - Use ONE side of paper ONLY. DOUBLE SPACE. Insert additional leaves, if necessary.

The Commonwealth of Massachusetts

IN THE YEAR ONE THOUSAND NINE HUNDRED AND EIGHTY-

PROPOSAL for a legislative amendment to the Constitution

A majority of all the members elected to the Senate and House of Representatives, in joint session, hereby declares it to be expedient to alter the Constitution by the adoption of the following Article of Amendment, to the end that it may become a part of the Constitution [if similarly agreed to in a joint session of the next General Court and approved by the people at the state election next following]:

ARTICLE OF AMENDMENT.

SAMPLES: STUDENT LEGISLATION

HOUSE NO. 3162

THE COMMONWEALTH OF MASSACHUSETTS
IN THE YEAR ONE THOUSAND NINE HUNDRED AND EIGHTY-NINE

AN ACT CREATING A STUDENT CONDUCT HANDBOOK REVIEW COMMITTEE IN SECONDARY SCHOOLS.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Section 37H of chapter 71 of the General Laws, as appearing in the 1988 Official Edition, is hereby amended by adding the following two paragraphs:-

In each school building containing the grades nine to twelve, inclusive, the rules pertaining to the conduct of students shall be reviewed annually by a handbook review committee consisting of the school principal who shall serve as chair; and for the first two thousand five hundred students or part thereof, three teachers, elected annually by the teachers of the building, three parents of children attending said school building chosen in elections held annually by the local parent-teacher organization under the direction of the principal of such school or, if none exists chosen by the school committee; one person appointed by the school committee; an three secondary students of said grades. For schools with more than two thousand five hundred students said committee shall consist of the above-mentioned members and one teacher, one parent, and one secondary student representative for each additional five hundred students selected in the manner above to serve on the committee. The handbook review committee may be an already existing committee within the school building that meets the representation requirements.

The handbook review committee shall conduct its annual review each spring for the handbook that will be in use starting in September of the following school year. Said committee may also be convened at other times during the course of the school year in order to consider any handbook policy changes. The annual handbook review shall cover all areas of student conduct, including but not limited to those outlined in this section. The handbook review committee shall submit the results of its review, including any recommended additions or revisions to the code of student conduct, to the school committee for action.

HOUSE NO. 5393

THE COMMONWEALTH OF MASSACHUSETTS
IN THE YEAR ONE THOUSAND NINE HUNDRED AND EIGHTY-NINE

AN ACT PROHIBITING THE USE OF TOBACCO IN THE PUBLIC SCHOOLS

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Chapter 71 of the General Laws is hereby amended by inserting after section 2 the following section:-

SECTION 2A. It shall be unlawful for any student, enrolled in either primary or secondary public schools in the commonwealth, to use tobacco products of any type on school grounds during normal school hours.

Each school committee shall establish a policy dealing with students who violate this law. This policy may include, but not be limited to, mandatory education classes on the hazards of tobacco use.

SECTION 2. This act shall take effect September first, nineteen hundred and eighty-nine.

HOUSE NO. 1009

By Mrs. Myerson of Brookline, petition of Eleanor Myerson other members of the General Court and another for legislation to designate the corn muffin as the official muffin of the Commonwealth. State Administration.

THE COMMONWEALTH OF MASSACHUSETTS
IN THE YEAR OF ONE THOUSAND NINE HUNDRED AND EIGHTY NINE

AN ACT DESIGNATING THE CORN MUFFIN AS THE OFFICIAL MUFFIN OF THE COMMONWEALTH

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Chapter 2 of the General Laws is hereby amended by adding the following section.

Section 27. The corn muffin shall be the official muffin of the commonwealth.

HOUSE NO. 5155

By Mr. Ficco of Franklin, petition of Robert E. Ficco and another for legislation to designate the lady bug as the insect emblem of the Commonwealth. State Administration.

THE COMMONWEALTH OF MASSACHUSETTS
IN THE YEAR OF ONE THOUSAND NINE HUNDRED AND EIGHTY-NINE

AN ACT DESIGNATING THE LADY BUG AS THE INSECT EMBLEM OF THE COMMONWEALTH

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Chapter 2 of the General Laws is hereby amended by adding the following section.

Section 12. The lady bug shall be the insect or the insect emblem of the commonwealth.

CH. 71, S. 38M. STUDENT ADVISORY COMMITTEES

School committees of cities, towns and regional school districts shall meet at least once every other month, during the months school is in session, with a student advisory committee to consist of five members to be composed of students elected by the student body of the high school or high schools in each city, town or regional schools district.

The members of such student advisory committees shall, by majority vote prior to the first day of June in each year elect from their number a chairperson who shall serve for a term of one year. Said chairperson shall be an ex-officio, nonvoting member of the school committee, without the right to attend executive sessions unless such right is expressly granted by the individual school committee. Said chairperson shall be subject to all school committee rules and regulations and shall serve without compensation. Added by St. 1972, c. 95; amended by St. 1987, C. 164.

MASSACHUSETTS GENERAL LAW, CHAPTER 15, SECTION 1E

There is hereby established a student advisory council to the Board of Education consisting of four elected representatives from each student regional council established under the provisions of this section, one of whom shall be a student in a vocational secondary school. The members of such student advisory council shall by a majority vote prior to the first day of June in each year elect from their number a chairman who shall serve for a term of one year.

Said student advisory council shall meet from time to time and shall consider such matters as it deems appropriate for its chairman to place before the Board.

There are hereby established not less than five nor more than fifteen student regional councils, whose membership shall be limited to elected student representatives from the secondary schools of the Commonwealth who have been residents of the Commonwealth for at least six months prior to their election. Said student regional councils shall consist of not less than twenty nor more than forty-five student representatives.

No person shall be eligible to be elected to a student regional council unless at the time of his election he is enrolled as a student in a secondary school within the Commonwealth and has a resided within the Commonwealth for at least six months prior to the election. If at any time during this term of office a member of the student regional council ceases to be so enrolled, his membership shall be terminated and his position shall be deemed vacant. A vacancy on the student advisory council prior to the expiration of a term shall be filled for the remainder of the term in the same manner as elections to full terms. A vacancy on a student regional council shall be filled by a majority vote of the entire membership of said regional council. The terms of the elected members of the student advisory council and of the student regional council shall be no more than three years, but no member shall be prevented from running for election for two successive terms. Members of students regional councils shall serve without compensation except that they shall be reimbursed for necessary expenses incurred in traveling to and from meetings.

Each student regional council shall meet from time to time with the student advisory council to advise said council regarding business that it deems appropriate to be considered by said advisory council.

CITIZEN INFORMATION SERVICE

Office of the Secretary of State
Michael J. Connolly, Secretary

Metro Boston:	727-7030
Toll-free:	1-800-392-6090
Address:	Room 1611 One Ashburton Place Boston, MA 02108

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EDUCATIONAL ORGANIZATIONS AND RELATED STATE AGENCIES

Association of Teachers of Mathematics in Eastern Massachusetts Boston Area Math Specialists

Boston Computer Society Education Special Interest Group
Chairperson: Janet Gould, 1 Center Plaza, Boston, MA 02108; (617) 367-8080.

City and Town Administrators of Physical Education

Eastern Massachusetts Home Economics Association

Massachusetts Administrators of Special Education

Massachusetts Alliance for Arts Education

Massachusetts Art Education Association

Massachusetts Association for Advancement of Individual Potential

Massachusetts Association for Bilingual Education

Massachusetts Association for Educational Media

Massachusetts Association for Health, Physical Education and Recreation
Executive Director: Merrill Bergstrom, 15 Jay Avenue, Northboro, MA 01532. (508) 393-8802.

Massachusetts Association for Public, Continuing and Adult Education

Massachusetts Association for Supervision and Curriculum Development

Massachusetts Association for the Education of Young Children (Was Early Childhood Educators)

Massachusetts Association for Colleges for Teacher Education (MACTE)

Massachusetts Association of Counseling and Development (M.A.C.D.) (Was Massachusetts Personnel and Guidance Association)

Massachusetts Association of Middle/Junior High Administrators

Massachusetts Association of School Business Officials

Massachusetts Association of School Committees

Massachusetts Association of School Superintendents
Executive Director: Peter R. Finn, 18 Tremont St., Suite 143, Boston, MA 02108. (617) 328-3121.

Massachusetts Association of Science Supervisors
President: Mary Corcoran, Winthrop High School, Main St., Winthrop, MA 02152. (617) 846-5500.

Massachusetts Association of Science Teachers

Massachusetts Association of 766 Approved Private Schools

Massachusetts Association of Teachers of English to Speakers of Other Languages (Was Massachusetts Association of Teachers of Other Languages).

Massachusetts Association of Teachers of Math in New England

Massachusetts Association of Vocational Administrators

Massachusetts Bay Association for Counseling and Development
President: Dr. Edward C. Bryant, 132 Topsfield Rd., Ipswich, MA 01938. (508) 356-5453.

Massachusetts Business Education Directors

Massachusetts Career Development Association

Massachusetts Community Education Association
President: Glenn Young, Brockton School, 35 Wyoming St., Brockton, MA 02401. (617) 238-0659.

Massachusetts Council for the Social Studies
Executive Secretary: Barbara Capron, 20 Fiske St., Waltham, MA 02154. (617) 899-4919.

Massachusetts Council of Teacher of English (MCTE)

Massachusetts Director of Art Education (Was Massachusetts Art Directors Association).

Massachusetts Elementary School Principal Association

Massachusetts Federation of Teacher, AFT, AGL-CIO
President: Paul Devlin, 216 Tremont St., Boston, MA 02116.

Massachusetts Foreign Language Association

Massachusetts Home Economics Association

Massachusetts Library Association

Massachusetts Music Educators Association

Massachusetts Organization of Educational Collaboratives

Massachusetts Parent-Teacher-Student Association

Massachusetts Reading Association

Massachusetts School Counselors Association
Executive Director: Dr. Edward C. Bryant, 132 Topsfield Rd., Ipswich, MA 01938. (508) 356-5453

Massachusetts School Health Education Association

Massachusetts Secondary School Administrators' Association (Was Massachusetts Association of Secondary School Administrators)

Massachusetts Teachers Association

Massachusetts Vocational Association

Technology Education Association of Massachusetts (Was Massachusetts Industrial Education Society)

Western Massachusetts Media Council

Massachusetts Advocacy Center
General Information: 2 Park Square, boston, MA 02116. (617) 357-8431

Civil Liberties Union of Massachusetts
General Information: 19 Temple Place, Boston, MA 02109 (617) 482-3170.

Legal Services Offices
Boston Area: 27 School St., Boston, MA 02108 (617) 742-8930.

Center for Law and Education
Gutman Library, 6 Appian Way, Cambridge, MA 02138 (617) 495-4666.

Student Advisory Council
Bureau of Student Development and Health, 1385 Hancock St., Quincy, MA 02169. (617) 770-7580.

Board of Regents of Higher Education
General Information: One Ashburton Place, Room 1401, Boston, MA 02108-1696. (617) 727-7785.

Massachusetts Department of Mental Health
General Information: 160 North Washington St., Boston, MA 02114. (617) 727-5600.

Massachusetts Department of Mental Retardation
General Information: 150 Tremont St., Boston, MA 02114. (617) 727-5608.

Massachusetts Department of Public Health
General Information: 180 Tremont St., Boston, MA 02111. (617) 574-0100.

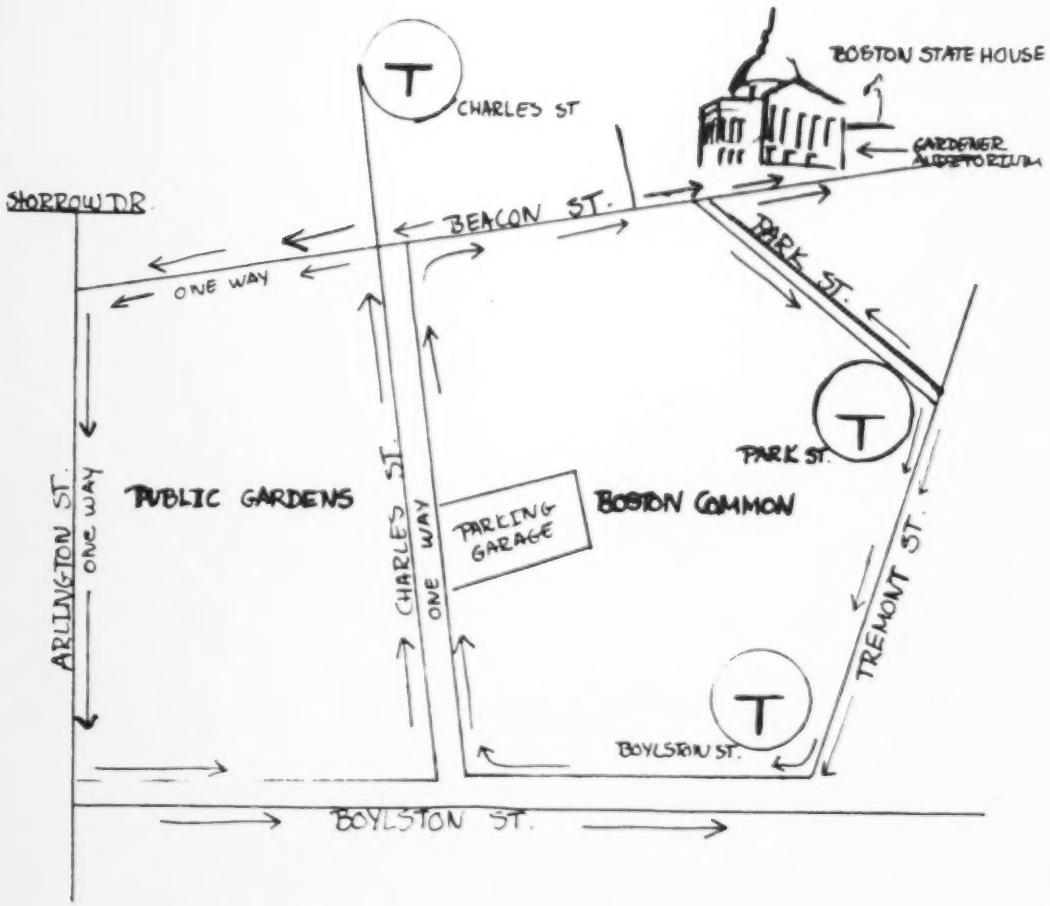
Massachusetts Department of Social Services
General Information: 150 Causeway St., Boston, MA 02114. (617) 727-0900.

Massachusetts Department of Youth Services
General Information: Fort Point Place, 27-43 Wormwood St., Suite 400, Boston, MA 02210. (617) 727-7575.

Massachusetts Teachers' Retirement Board
1 Ashburton Place, 9th Floor, Boston, MA 02108.

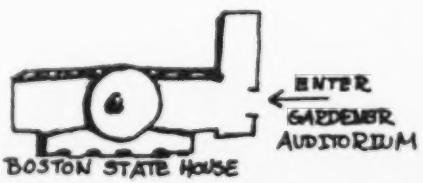
Office for Children
General Information: 10 West St., Boston, MA 02111 (617) 727-8900.

MAP: BOSTON STATE HOUSE AREA
(Transportation and Parking)



T = MASS TRANSIT SYSTEM

→ = TRAFFIC FLOW



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